



Order 2021-9-12

UNITED STATES OF AMERICA
DEPARTMENT OF TRANSPORTATION
OFFICE OF THE SECRETARY
WASHINGTON, D.C.

Issued by the Department of Transportation
on the day 13th day of September, 2021

Served: September 13, 2021

Application of

CARGO THREE, INC.

for an exemption under 49 U.S.C. §40109 and a foreign
air carrier permit under 49 U.S.C. §41301

Docket DOT-OST-2013-0148

ORDER GRANTING EXEMPTION AND TO SHOW CAUSE

Summary

By this order we (1) grant the application of the referenced foreign air carrier for an exemption under 49 U.S.C. §40109, subject to conditions;¹ and (2) tentatively find that it is in the public interest to grant the applicant a foreign air carrier permit attached as Appendix B to this order.

Background

On August 23, 2005, the Department issued a Notice, in Docket DOT-OST-2005-22228, announcing several steps designed to streamline our regulatory procedures for licensing U.S. and foreign air carriers. Among other things, the Notice stated that:

Assuming, based on the record and on the public interest/public convenience and necessity elements germane to our licensing decisions, that we were in a position to act favorably, we would proceed to issue a single order (1) granting the exemption request for whatever duration we would normally have imposed, or until certificate/permit authority becomes effective, whichever is shorter, and (2) tentatively deciding (*i.e.*, show-cause) to award a corresponding certificate (or permit), again for the standard duration we would normally have imposed (such as, in the case of certificates, five years for limited-entry markets, indefinite for open-entry markets, and in the case of permits, five years for comity and reciprocity regimes, indefinite for agreement regimes).

¹ The conditions are attached as Appendix A.

Our action in this Order serves to implement these streamlined regulatory procedures for the application involved in this proceeding.

Application

By application dated June 26, 2013 (as most recently amended May 19, 2021), Cargo Three, Inc. (Cargo Three), a foreign air carrier of Panama, requests an exemption under 49 U.S.C. §40109, and a foreign air carrier permit under 49 U.S.C. §41301, to engage in charter foreign air transportation of property and mail between any point or points in the Republic of Panama and any point or points in the United States, and between any point or points in the United States, and any point or points in a third country or countries, whether or not it constitutes part of a continuous operation that includes service to the Republic of Panama consistent with the Air Transport Agreement between the Government of the United States and the Government of the Republic of Panama, dated May 8, 1997, Annex II, Section 1 as amended.²

The applicant provided evidentiary materials required by 14 CFR Part 211 of our regulations to support its requests for authority.

Responsive Pleadings

On June 8, 2021, the Matata Group Inc. (Matata Group) filed a response in opposition to Cargo Three's May 19, 2021, amended application. The Matata Group states that, as a result of breach of a lease agreement between it and Cargo Three, a Canadian Court issued a Default Judgment against Cargo Three for \$251,194.02, and registered that Judgment in Panama. The Matata Group further asserts that it has contacted Cargo Three and the applicant has been unwilling to discuss the debt it owes to the Matata Group.³

On June 10, 2021, Cargo Three filed a reply. Among other things, Cargo Three asserts that the objection is meritless, is based exclusively on a debt not sufficient to compromise Cargo Three's fitness to operate and provides no reason for the Department to deny its application. Rather, Cargo Three contends that the matter is commercial in nature and that proper enforcement of the judgement would be outside of the United States and the Department's functions.

Decision

We have decided, under assigned authority and consistent with our August 23, 2005 Notice referenced above, to grant the applicant's request for exemption authority, subject to conditions, and tentatively to grant, subject to show-cause procedures, its request for a foreign air carrier permit, also subject to conditions.

² Cargo Three states that, pursuant to 14 CFR § 212.12, it is also seeking a waiver relieving it of the requirement to secure individual statements of authorization for all-cargo charters operated under authority granted by the Department, in light of the U.S.-Panama open skies agreement.

³ The Matata Group includes in its submission copies of the Statement of Claim, Default Judgment, and registration document.

Specifically, we will grant Cargo Three exemption authority for the services set forth in ordering paragraph 1 below. We will tentatively grant Cargo Three a foreign air carrier permit for these services.⁴

With respect to the applicant's request for exemption authority, we find that grant of this authority is consistent with the public interest. We also find that the applicant has demonstrated, based on the record, that it is financially and operationally qualified to perform the services authorized.⁵

With respect to the ownership of the applicant, the record indicates that a sole Panamanian citizen holds 51 percent of its shares. The remaining 49% of shares are held by Mr. Julio Marquez, who holds dual U.S.-Venezuelan citizenship.⁶ Concerning the control of the applicant, the record indicates that its President and all other reported key management personnel are Panamanian citizens. Cargo Three acknowledges the non-homeland involvement in its ownership and requests, to the extent necessary, that the Department waive its homeland ownership and control policy. In that regard, in spite of the fact we are unable to find that Cargo Three is owned by homeland nationals, we find that a waiver of our ownership and control policy is warranted in the circumstances presented, as there is nothing in the ownership and control of the applicant that would be inimical to U.S. aviation policy or interests.

The authority sought by the applicant is encompassed by the Air Transport Agreement between the United States and the Republic of Panama. We also note that the applicant is properly licensed by its homeland to perform the proposed services. In addition, the Federal Aviation Administration advised us that it knows of no reason why we should act unfavorably on the applicant's requests. We have verified the applicant's compliance with 14 CFR Parts 203 (Warsaw liability waiver), and 205 (insurance requirements).

Regarding the opposition filed by the Matata Group, we conclude that the concerns it raises, when viewed in the context of the totality of the record, provide no persuasive basis for us to withhold the requested authority. This private civil matter is of a nature that we regard as properly resolved in other fora.

In view of the above, we find that grant of the requested exemption authority, as conditioned, for a two year term, or until the requested permit authority becomes effective, whichever occurs earlier, is warranted.

⁴ The bilaterally authorized seventh-freedom all-cargo charter authority we are granting/tentatively granting the applicant represents the broadest scope of authority available to it under the U.S.-Panama Air Transport Agreement. The portions of its request specific to third-, fourth-, and fifth-freedom cargo charter authority are subsumed by our broader grant and therefore moot. In addition, consistent with our practice in recent licensing actions in cases where a bilateral agreement provides for seventh-freedom cargo charter operations, a waiver to conduct such operations is not needed.

⁵ The applicant has requested confidential treatment of its financial submissions under the provisions of 14 CFR §302.12. Good cause having been shown, we will grant this request.

⁶ We note that the application makes reference to Mr. Marquez as a "citizen of the United States." Based on publicly available representations made in other Department licensing proceedings that involved Mr. Marquez, we have informally clarified with the applicant that Mr. Marquez in fact holds dual Venezuelan/U.S. citizenship.

Tentative Findings and Conclusions—Foreign Air Carrier Permit Application

We tentatively find and conclude that the public interest warrants granting the applicant a foreign air carrier permit, in the form attached as Appendix B and subject to the conditions attached.⁷ In particular, we tentatively find and conclude that the factors which support our grant of exemption authority to the applicant also warrant granting the applicant the foreign air carrier permit it seeks.

In view of the foregoing and all facts of record, we tentatively find and conclude that:

1. It is in the public interest to issue the applicant a foreign air carrier permit in the form attached;
2. The applicant is fit, willing and able properly to perform the foreign air transportation described in the attached permit and to conform to the provisions of Title 49 of the U.S. Code, and to our rules, regulations, and requirements;
3. A waiver of our ownership and control policy is warranted in the circumstances presented;
4. The public interest requires that the exercise of the privileges granted by the permit should be subject to the terms, conditions, and limitations contained in the attached permit, and to such other reasonable terms, conditions, and limitations required by the public interest as we may prescribe;
5. The issuance of this foreign air carrier permit will not constitute a major regulatory action under the Energy Policy and Conservation Act of 1975, as defined in 14 CFR §313.4(a)(1) of our regulations;⁸
6. The public interest does not require an oral evidentiary hearing on the application; and
7. Our action with respect to this foreign air carrier permit should, unless disapproved by the President of the United States under §41307 of Title 49 of the U.S. Code, become effective on the 61st day after its submission for §41307 review, or upon the date of receipt of advice from the President or his designee under Executive Order 12597 and implementing regulations that he or she does not intend to disapprove this portion of the Department's decision under that section, whichever occurs earlier.

In view of the above, and acting under authority assigned by the Department in its regulations, 14 CFR Part 385, we find that (1) our actions are consistent with Department policy; and (2) with respect to the exemption authority we are conferring on the applicant, the applicant is qualified to perform those operations; and that grant of the exemption authority is consistent with the public

⁷ The applicant's request for a foreign air carrier permit was summarized in the Department's published weekly list of applications filed. This notice described the authority sought and gave interested persons an opportunity to submit evidence and objections to the award of this foreign air carrier permit authority.

⁸ This finding is based on the fact that the grant of this permit will not result in a near-term net annual change in aircraft fuel consumption of 10 million gallons or more.

interest and would not constitute a major regulatory action under the Energy Policy and Conservation Act of 1975.

ACCORDINGLY,

1. We grant the request of Cargo Three, Inc. to engage in charter foreign air transportation of property and mail between the United States and point or points;
2. The exercise of the privileges granted above is subject to compliance by Cargo Three, Inc. with the conditions listed in Appendix A;
3. Our action granting the exemption authority described herein is effective immediately, for a period of two years from the issue date of this order, or until the attached permit becomes effective, whichever is earlier;
4. We grant the request of Cargo Three, Inc. for confidential treatment of its financial submissions, consistent with the provisions of 14 CFR § 302.12;
5. We may amend, modify, or revoke the exemption authority set forth herein at our discretion at any time and without hearing;
6. To the extent not acted upon above, we dismiss all requests for exemption authority in Docket DOT-OST-2013-0148;
7. With respect to the applicant's request for a foreign air carrier permit in this proceeding, we direct all interested persons to show cause why our tentative decision on that application, set forth above, should not be made final;
8. Any interested person objecting to the issuance of an order making final our tentative findings and conclusions with respect to the applicant's request for a foreign air carrier permit shall, no later than twenty-one (21) calendar days after the date of service of this order, file with the Department and serve on the parties to this proceeding, a statement of objections specifying the part or parts of the tentative findings and conclusions objected to, together with a summary of testimony, statistical data, and concrete evidence to be relied upon in support of the objections; if objections are filed, answers to objections are due no later than seven (7) calendar days thereafter;
9. If timely and properly supported objections are filed, we will give further consideration to the matters and issues raised by the objections before we take further action;
10. In the event no objections are filed, all further procedural steps shall be deemed waived, and the Department will enter an order which will (subject to Presidential review under §41307 of Title 49 of the U.S. Code) make final our tentative findings and conclusions set forth in this order; and

11. We will serve a copy of this order on the applicant; the Embassy of Panama in Washington, D.C.; the Department of State; and the Federal Aviation Administration.

Persons entitled to petition the Department for review of this order under the Department's regulations, 14 CFR §385.30, may file their petitions within seven (7) days after the date of issuance of this order. Our action with respect to the applicant's request for exemption authority under 49 U.S.C. §40109 is effective immediately, and the filing of a petition for review will not alter such effectiveness.

By:

BENJAMIN J. TAYLOR
Director
Office of International Aviation

(SEAL)

Appendices

An electronic version of this document is available on the World Wide Web at:
<http://www.regulations.gov>

Foreign Air Carrier Exemption Conditions

In the conduct of the operations authorized, the foreign carrier applicant shall:

- (1) Not conduct any operations unless it holds a currently effective authorization from its homeland for such operations, and it has filed a copy of such authorization with the Department;
- (2) Comply with all applicable requirements of the Federal Aviation Administration, the Transportation Security Administration, and with all applicable U.S. Government requirements concerning security, including, but not limited to, 14 CFR Parts 129, 91, and 36 and 49 CFR Part 1546 or 1550, as applicable. To assure compliance with all applicable U.S. Government requirements concerning security, the holder shall, before commencing any new service (including charter flights) from a foreign airport that would be the holder's last point of departure for the United States, contact its International Industry Representative (IIR) (formerly referred to as International Principal Security Inspector) to advise the IIR of its plans and to find out whether the Transportation Security Administration has determined that security is adequate to allow such airport(s) to be served;
- (3) Comply with the requirements for minimum insurance coverage contained in 14 CFR Part 205, and, prior to the commencement of any operations under this authority, file evidence of such coverage, in the form of a completed OST Form 6411, with the Federal Aviation Administration's Program Management Branch (AFS-260), Flight Standards Service (any changes to, or termination of, insurance also shall be filed with that office);
- (4) Not operate aircraft under this authority unless it complies with operational safety requirements at least equivalent to Annex 6 of the Chicago Convention;
- (5) Conform to the airworthiness and airman competency requirements of its Government for international air services;
- (6) Except as specifically exempted or otherwise provided for in a Department Order, comply with the requirements of 14 CFR Part 203, concerning waiver of Warsaw Convention liability limits and defenses;
- (7) Agree that operations under this authority constitute a waiver of sovereign immunity, for the purposes of 28 U.S.C. 1605(a), but only with respect to those actions or proceedings instituted against it in any court or other tribunal in the United States that are: (a) based on its operations in international air transportation that, according to the contract of carriage, include a point in the United States as a point of origin, point of destination, or agreed stopping place, or for which the contract of carriage was purchased in the United States; or (b) based on a claim under any international agreement or treaty cognizable in any court or other tribunal of the United States. In this condition, the term "international air transportation" means "international transportation" as defined by the Warsaw Convention, except that all States shall be considered to be High Contracting Parties for the purpose of this definition;
- (8) Except as specifically authorized by the Department, originate or terminate all flights to/from the United States in its homeland;
- (9) Comply with the requirements of 14 CFR Part 217, concerning the reporting of scheduled, nonscheduled, and charter data;
- (10) If charter operations are authorized, except as otherwise provided in the applicable aviation agreement, comply with the Department's rules governing charters (including 14 CFR Parts 212 and 380);
- (11) Comply with such other reasonable terms, conditions, and limitations required by the public interest as may be prescribed by the Department, with all applicable orders or regulations of other U.S. agencies and courts, and with all applicable laws of the United States; and
- (12) Be subject to all applicable provisions of any treaty, convention or agreement affecting international air transportation now in effect, or that may become effective during the period this exemption remains in effect, to which the United States and the holder's homeland are or shall become parties.

This authority shall not be effective during any period when the holder is not in compliance with the conditions imposed above. Moreover, this authority cannot be sold or otherwise transferred without explicit Department approval under Title 49 of the U.S. Code.



**UNITED STATES OF AMERICA
DEPARTMENT OF TRANSPORTATION
OFFICE OF THE SECRETARY
WASHINGTON, D.C.**

PERMIT TO FOREIGN AIR CARRIER

CARGO THREE, INC.

A Foreign Air Carrier of Panama

is authorized, subject to the following provisions, the provisions of Title 49 of the U.S. Code, and the orders, rules, and regulations of the Department of Transportation, to engage in:

Charter foreign air transportation of property and mail between the United States and any point or points.

This permit and the exercise of the privileges granted in it shall be subject to the terms, conditions and limitations in both the order issuing this permit and the attachment to this order, and to all applicable provisions of any treaty, convention or agreement affecting international air transportation now in effect, or that may become effective during the period this permit remains in effect, to which the United States and the holder's homeland are or shall become parties.

This permit shall be effective on . Unless otherwise terminated at an earlier date pursuant to the terms of any applicable treaty, convention or agreement, this permit shall terminate (1) upon the dissolution or liquidation of the holder to whom it was issued; (2) upon the effective date of any treaty, convention, or agreement or amendment, which shall have the effect of eliminating the bilateral right for the service authorized by this permit from the service which may be operated by airlines designated by the Government of Panama (or, if the right is partially eliminated, then the authority of this permit shall terminate in like part); (3) upon the effective date of any permit granted by the Department to any other carrier designated by the Government of Panama in lieu of the holder; or (4) upon the termination or expiration of the applicable air services agreement between the United States and Panama. However, clause (4) of this paragraph shall not apply if prior to such termination or expiration, the foreign air transportation authorized herein becomes the subject of another treaty, convention or agreement to which the United States and Panama become parties.

The Department of Transportation has executed this permit and affixed its seal on
, 2021.

By:

BENJAMIN T. TAYLOR
Director
Office of International Aviation

(SEAL)

Foreign Air Carrier Permit Conditions

In the conduct of the operations authorized, the foreign carrier applicant(s) shall:

- (1) Not conduct any operations unless it holds a currently effective authorization from its homeland for such operations, and it has filed a copy of such authorization with the Department;
- (2) Comply with all applicable requirements of the Federal Aviation Administration, the Transportation Security Administration, and with all applicable U.S. Government requirements concerning security, including, but not limited to, 14 CFR Parts 129, 91, and 36 and 49 CFR Part 1546 or 1550, as applicable. To assure compliance with all applicable U.S. Government requirements concerning security, the holder shall, before commencing any new service (including charter flights) from a foreign airport that would be the holder's last point of departure for the United States, contact its International Industry Representative (IIR) (formerly referred to as International Principal Security Inspector) to advise the IIR of its plans and to find out whether the Transportation Security Administration has determined that security is adequate to allow such airport(s) to be served;
- (3) Comply with the requirements for minimum insurance coverage contained in 14 CFR Part 205, and, prior to the commencement of any operations under this authority, file evidence of such coverage, in the form of a completed OST Form 6411, with the Federal Aviation Administration's Program Management Branch (AFS-260), Flight Standards Service (any changes to, or termination of, insurance also shall be filed with that office);
- (4) Not operate aircraft under this authority unless it complies with operational safety requirements at least equivalent to Annex 6 of the Chicago Convention;
- (5) Conform to the airworthiness and airman competency requirements of its Government for international air services;
- (6) Except as specifically exempted or otherwise provided for in a Department Order, comply with the requirements of 14 CFR Part 203, concerning waiver of Warsaw Convention liability limits and defenses;
- (7) Agree that operations under this authority constitute a waiver of sovereign immunity, for the purposes of 28 U.S.C. 1605(a), but only with respect to those actions or proceedings instituted against it in any court or other tribunal in the United States that are: (a) based on its operations in international air transportation that, according to the contract of carriage, include a point in the United States as a point of origin, point of destination, or agreed stopping place, or for which the contract of carriage was purchased in the United States; or (b) based on a claim under any international agreement or treaty cognizable in any court or other tribunal of the United States. In this condition, the term "international air transportation" means "international transportation" as defined by the Warsaw Convention, except that all States shall be considered to be High Contracting Parties for the purpose of this definition;
- (8) Except as specifically authorized by the Department, originate or terminate all flights to/from the United States in its homeland;
- (9) Comply with the requirements of 14 CFR Part 217, concerning the reporting of scheduled, nonscheduled, and charter data;
- (10) If charter operations are authorized, except as otherwise provided in the applicable aviation agreement, comply with the Department's rules governing charters (including 14 CFR Parts 212 and 380); and
- (11) Comply with such other reasonable terms, conditions, and limitations required by the public interest as may be prescribed by the Department, with all applicable orders or regulations of other U.S. agencies and courts, and with all applicable laws of the United States.

This authority shall not be effective during any period when the holder is not in compliance with the conditions imposed above. Moreover, this authority cannot be sold or otherwise transferred without explicit Department approval under Title 49 of the U.S. Code.